

CALIFORNIA GOVERNMENT CODE

Government Code Sections 29000 through 30200 provide the statutory requirements pertaining to the form and content of the State Controller's prescribed Line-Item Budget. Government Code Section 29009 requires a balanced budget in the proposed and final budgets, defined as "the budgetary requirements shall equal the available financing".

COUNTY CODE

Title 1. Division 2. Chapter 2:

Section 12.023:

The Administrative Officer shall be appointed by and serve at the pleasure of the Board of Supervisors.

Section 12.026:

Under the supervision of the Board of Supervisors, and subject to the approval and direction and control thereof, the Administrative Officer shall supervise the preparation of the annual County Budget. In the performance of this duty the Administrative Officer shall review all departmental and agency requests and all items in the proposed budget, including revenues, expenditures and reserves. The Administrative Officer shall submit his recommendation on the proposed budget to the Board of Supervisors.

BASIS OF ACCOUNTING

Governmental fund types are accounted for using the modified accrual basis of accounting. Under this method, revenues are recognized when measurable and available. Property and sales taxes, interest, certain state and federal grants and charges for services are accrued if their receipt occurs within sixty days after the end of the accounting period, and recognized as revenue.

Expenditures are generally recorded when a liability is incurred, as under accrual accounting. Exceptions to this general rule include; principal and interest on long-term debt is recognized when due, prepaid expenses are reported as current period expenditures rather than allocated and accumulated unpaid vacation, sick leave and other employee benefits are reported in the period due and payable, rather than in the period earned by employees.

Proprietary fund types are accounted for on the accrual basis of accounting. Their revenues are recognized in the period earned and expenses are recognized in the period incurred.



BASIS OF BUDGETING**Governmental Funds:**

An operating budget is adopted each fiscal year for the governmental fund types in accordance with provisions of the County Budget Act. The County's financial statement, the Comprehensive Annual Financial Report (CAFR), is prepared using generally accepted accounting principles (GAAP). Budgets for the governmental fund types are adopted with the following differences from GAAP:

Encumbrance accounting is employed in governmental funds. For budget purposes, outstanding encumbrances (which represent the unspent amounts of purchase orders and contracts funded in the fiscal year), are treated as expenditures in that fiscal year. This affects only the "actual" data that appears in that budget book. For GAAP purposes, in the fund financial statements of the CAFR, encumbrances outstanding at year-end are reported as reservations of fund balances and do not constitute expenditures and liabilities. Appropriation for these encumbrance commitments survive the expiration of the fiscal year to the extent that encumbrances exist. Encumbrances cancelled subsequent to the end of the fiscal year also cancel the underlying appropriation.

On a budgetary basis, unrealized gains and losses on the fair value of investments are not recognized. For GAAP purposes, such gains or losses are recognized.

Proprietary Funds:

The Board of Supervisors approves an annual spending plan for proprietary funds. Although the adopted expense estimates are not appropriation, their budgetary controls are the same as those of the governmental fund types. Because these funds collect fees and revenues generally to cover the cost of the goods and services they provide, their accounting and budgeting bases are closer to commercial models. Budgeting, like accounting, is done on the accrual basis and generally according to GAAP.



COUNTY BUDGET AND FINANCE POLICIES

When building the 2009-10 budget, the County Administrative Office adhered to the County's four financing policies. A brief summary of the policies are presented below:

- 1) The **budget financing policy**, which states the annual operating budget will be structurally balanced when adopted and that one-time funds shall not be used to finance ongoing operational costs except within the context of a larger plan to balance ongoing revenues and costs over a multi-year period. The policy also states that when developing the annual budget, long range planning and revenue forecasting will be utilized. Additionally, ongoing contingency set-asides for future debt obligations or planned future ongoing program/operational needs may be incorporated into the budget. This policy also provides for increases in appropriation authority, as well as, transfers of appropriation between appropriation units. On February 10, 2009, this policy was amended to include revenue stabilization of property tax and Prop 172 revenue.
- 2) The **reserve and contingency policy**, which maintains an ongoing general purpose reserve equal to 10% of locally funded appropriation, coupled with an appropriated contingency fund equal to 1.5% of locally funded appropriation for the general fund. Additionally this policy includes maintaining contingencies targeted at not less than 10% of the current year's budgeted revenue for the restricted financing funds (Prop 172 and Realignment) and the Master Settlement Agreement fund. This policy also allows for a specific purpose reserve to be established and augmented using the respective department's annual local cost savings for large departmental projects. On February 10, 2009, this policy was amended to include the establishment of a Measure I Project Reserve.
- 3) The **debt policy**, which calls for the prudent management of liabilities, and wherever possible, the pursuit of alternative sources of funding in order to minimize the level of debt.
- 4) The **capital budget policy**, which ensures that the County maintains its public infrastructure in the most cost efficient manner. This policy provides the requirements for the approval process for capital project proposals specifically requiring the source of funding being identified for future staffing, operational, maintenance, and utility costs.

Detailed descriptions of each of these County financing policies are presented on the following pages.

Budget Financing Policy

The objective of the Budget Financing Policy is to help ensure the County has adequate resources to meet its basic financial obligations, and to serve as a vehicle to help the County achieve financial continuity and stability.

Balanced Budget

The annual operating budget will be structurally balanced upon adoption by the Board of Supervisors. Total revenues, including carry-over fund balances, will equal the total fund appropriation and reserves, unless it is within the context of a larger plan to balance ongoing revenues and expenses over a multi-year period, as detailed under "Use of one-time funding sources". Significant budget variances and recommended actions will be reported to the Board of Supervisors.

Long Range Planning

As part of the annual budget process, the County will prepare a multi-year forecast of financial operations for general fund programs based on current service levels and expected future changes to those programs or service levels. The County will project major revenues and expenditures of the general fund, and report significant findings and recommendations to the Board of Supervisors.

Appropriation Changes

An operating budget is adopted each fiscal year for all Governmental Funds. Expenditures are controlled at the appropriation unit level (i.e., salaries and benefits, services and supplies, fixed assets, etc.) within budget units. Departments are expected to maintain expenditures within their budget authority as adopted by the Board of Supervisors.

Any increases in appropriation in a budget unit after adoption of the final budget require an item to be placed on the agenda of the Board of Supervisors and a four-fifths vote is necessary for approval.

Transfers of appropriation within the same budget unit may be approved by the County Administrative Office or Board of Supervisors depending upon the appropriation unit. Exceptions are noted below:

Transfer of Salaries and Benefits Appropriation:

- Transfers out funded with local financing are not allowed.
- Transfers out not funded with local financing requires an item to be placed on the agenda of the Board of Supervisors for approval.
- Transfers in from other available appropriation within the budget unit will be required if budgeted salaries and benefits appropriation is inadequate to meet expenditures.

Transfer of Fixed Asset Appropriation:

- Transfers out requires an item to be placed on the agenda of the Board of Supervisors for approval.
- Transfers in, less than \$10,000 may be approved by the County Administrative Office.
- Transfers in, greater than \$10,000 requires an item to be placed on the agenda of the Board of Supervisors for approval.

Use of one-time funding sources

The appropriation of carryover fund balances and other one-time funding sources must be managed with care. Carry-over fund balance is most appropriately used to fund one-time expenses such as capital expenditures or start-up costs for new programs. Other types of one-time funding sources may also be used to fund one-time costs, or to supplement reserves. It is the policy of the County that one-time funds will not be used to finance ongoing operational costs, except within the context of a larger plan to balance ongoing revenues and costs over a multi-year period. Such a plan could involve short-term use of one-time funds to preserve essential public services where longer-term financial forecasts demonstrate the near-term future potential for ongoing revenues to fund those services.

Ongoing Set-Asides

Ongoing set-asides represent ongoing sources of financing that have been targeted for future debt obligations or planned for future ongoing program/operational needs. Set-asides are appropriated as contingencies and approved during the formal adoption of the budget. Any balance of such contingency set-asides remaining at the end of the fiscal year shall be transferred into a corresponding general fund reserve account as of June 30. An agenda item is submitted annually for Board approval of such transfers.

Revenue Forecasting

Because of the complexity of the County budget, realistic projections of revenue are crucial to accurate budgeting. Revenue forecasting will be undertaken annually through a review of local historical revenue trends and analysis of federal, state, and local economic projections. Especially in regard to those revenues which tend to be most volatile and sensitive to changes in the economy, forecasting will involve analysis of economic, demographic, business cycle and other factors which might impact those revenues. These unpredictable revenues, including interest income and fees, will be estimated and budgeted conservatively. Revenue forecasts will not be based on straight-line assumptions.

Property Tax Revenue Stabilization

The County's discretionary revenue primarily comes from property taxes. Revenue growth rates can vary dramatically from year to year due to fluctuations in the economy and housing market. These fluctuations can result in insufficient revenue growth to fund increases in required governmental services during slow economic periods. This policy expands on the current policy of establishing ongoing set-asides for future County needs by appropriating anticipated property tax revenue growth, in excess of the average annualized rates of growth, to an ongoing revenue stabilization contingency set-aside. This ongoing revenue stabilization contingency set-aside will be made available for allocation in years when property tax revenue is anticipated to increase at a rate less than the average annualized rates of growth. For purposes of this paragraph, property tax revenue is defined as Current Secured (the current 1% general tax levy on locally assessed secured property on the assessment roll) and VLF/Property Tax Swap (the County's vehicle license fee adjustment amount as defined in

Section 97.70 of the Revenue and Taxation Code) received by the County general fund. The average annualized rates of growth will be calculated using the most recent fifteen years of data.

Any unspent money from this ongoing revenue stabilization contingency set-aside in a given year will be used to prepay or defease debt in the subsequent year, finance large County projects or finance any other one-time costs the Board of Supervisors may direct.

Prop 172 Revenue Stabilization

The County's Prop 172 Sales Tax revenue can only be used for local public safety activities and is allocated to the Sheriff, District Attorney and Probation Departments. Revenue growth rates can vary dramatically from year to year due to fluctuations in the economy and retail spending. These fluctuations can result in insufficient revenue growth to fund increases in required public safety activities. When this occurs, the County General Fund may temporarily allocate financial resources away from other important County programs as a backfill to offset the Prop 172 revenue shortfall. The County will set-aside any Prop 172 revenue in excess of the average annualized rates of growth, to an ongoing Prop 172 revenue stabilization contingency set-aside. This ongoing Prop 172 revenue stabilization contingency set-aside will only be used to fund Prop 172 base restoration or the cost to maintain current services in years when Prop 172 revenue is anticipated to increase at a rate less than the average annualized rates of growth. The average annualized rates of growth will be calculated using the most recent fifteen years of data. Any unspent money from this ongoing Prop 172 revenue stabilization contingency set-aside at the end of the fiscal year will be used as follows: first, to reduce the amount contributed by the County General Fund from its discretionary revenue sources until such time as the prior General Fund backfills of Prop 172 shortfalls are recouped, and second, to address one-time costs for public safety activities.

Fees

The County will review and adjust fees for service, as necessary, and adopt them as part of the annual budget process. In most cases, departmental fees should fully recover the costs of providing the service, including identified indirect or overhead costs.

Program Efficiency and Performance Measurement

Efficiency and economy in the delivery of County services is a top priority. The County will develop a program to integrate performance measures within the budget. County departments will be encouraged to make productivity improvements within their service delivery areas.

Grant Funding

The County will aggressively pursue opportunities for federal or state grant funding. An aggressive policy to pursuing opportunities for federal or state grants provides citizens with the assurance that the county is striving to obtain all state and federal funds to which it is entitled – thereby reducing dependence on local taxpayers' funds. However, prior to applying for, and accepting such intergovernmental aid, the County will consider the current and future implications of either accepting or rejecting the grant. That consideration shall include: 1) the amount of matching fund required; 2) in-kind services to be provided; 3) length of grant and whether the county is required to continue the service after the grant has ended; and 4) related operating expenses. The County shall also assess the merits of any individual grant program as if it were funded with local tax dollars.

Retirement System Funding

Careful management of financial resources to pay retirement costs is critical to the County's long-term financial health. Accordingly, for any savings resulting from negative Unfunded Accrued Actuarial Liability (UAAL) contribution rates, the Board will first consider setting aside these savings in a reserve for reduction of any existing pension obligation bonds or as a hedge against future rate increases.

Use of Variable Rate Interest Savings

Covenants in debt instruments require conservative budgeting of variable rate interest expense. When amounts budgeted for variable rate interest expense for such debt instruments exceed actual interest expense for the year, such savings will be used in the succeeding fiscal year to reduce the total outstanding principal amount of long-term debt. This policy will apply only to interest savings/debt instruments that are paid from discretionary revenue sources of the County's general fund.



Use of Savings from Interest Rate Swap Agreements Associated with the Issuance of Debt

It is the policy of the Board that any benefit realized on interest rate swap agreements where the swap payment received by the County and the actual debt service payment due from the County are not equal per the terms of the swap agreement be retained as a contingency to offset the County share of any future increases in debt service caused by the swap agreement. This contingency amount will not exceed \$5.0 million dollars per interest rate swap agreement. The contingency will be retained in the fund that is responsible for payments under the swap.

Reserve and Contingency Policy

The objective of the Reserve and Contingency Policy is to help protect the County from unforeseen increases in expenditures or reductions in revenues, or from extraordinary events which might otherwise substantially harm the fiscal health of the County. In so doing, it is also intended to help avoid undue service level fluctuations during periods of economic instability.

General Fund – Reserves and Contingencies

The maintenance of an adequate operating reserve is essential to the financial strength and flexibility of the County, and operating reserves are considered an integral part of the County's financial structure. Such reserves and designations are considered to be those that have no identified contingent liability or specific future use. The County shall establish a general purpose reserve for the general fund targeted at 10% of locally funded appropriation.

The County will also maintain an appropriated contingency fund to accommodate unanticipated operational changes, legislative impacts, or other economic events affecting the County's operations which could not have been reasonably anticipated at the time the budget was prepared. The County shall place in contingencies no less than 1.5% of locally funded appropriation.

Restricted Financing Fund – Prop 172 – Contingencies

Restricted Proposition 172 revenues are used solely for public safety programs. The County has allocated using the funds solely for the financing of the Sheriff, District Attorney, and Probation departmental programs. The County will maintain an appropriated contingency to accommodate unanticipated operational changes, legislative impacts, or other economic events affecting this restricted financing stream which could not have been reasonably anticipated at the time the budget was prepared. The appropriation for contingency for Prop 172 funds shall be targeted at no less than 10% of the current year's budgeted Prop 172 revenue. Said contingencies shall be budgeted at the 10% level separately for each department receiving Prop 172 revenues.

Restricted Financing Funds – Realignment – Contingencies

Restricted Realignment funds are used in the financing of mental health, social services and health programs within the county. The County will maintain an appropriated contingency within these funds to accommodate unanticipated operational changes, legislative impacts, or other economic events affecting these restricted financing funds which could not have been reasonably anticipated at the time the budget was prepared. The appropriation for contingency for Realignment funds shall be targeted at no less than 10% of the current year's budgeted Realignment revenues. Said contingencies shall be budgeted at the 10% level separately for each program receiving Realignment revenues.

Master Settlement Agreement Fund – Contingencies

Master Settlement Agreement funds are used to finance health related expenditures. The County will maintain an appropriated contingency within the Master Settlement Agreement fund to accommodate unanticipated operational changes, legislative impacts, or other economic events affecting this fund which could not have been reasonably anticipated at the time the budget was prepared. The appropriation for contingency within this Master Settlement Agreement Fund shall be targeted at no less than 10% of the current year's budgeted Master Settlement Agreement revenues.

Specific Project Reserves

The County will fund specific project reserves for large departmental projects through the use of the respective department's local cost savings. Such projects would not normally be feasible for the department without reserving funding over a multiple year period. In order to establish a specific project reserve, departments must submit the proposed project to the County Administrative Office for consideration. A thorough review of the proposed project and a complete analysis of the estimated local cost savings will be performed by the County Administrative Office prior to recommendation of the project to the Board of Supervisors. Upon approval of the project by the Board of Supervisors, departmental savings will be reserved as deemed necessary by the County Administrative Office for funding of the specific project at fiscal year end. Each fiscal year thereafter, this process will continue until the specific project is completed.

Measure I Project Reserve

The county will establish a Measure I Project Reserve to finance the "fair-share development contribution" of improvement costs for eligible transportation projects identified in the Regional Transportation Development Mitigation Plan (Plan). The Plan was developed to satisfy the provisions of the San Bernardino County Congestion Management Plan (CMP). Pursuant to Measure I 2010-2040, the County CMP was updated and adopted by the County Congestion Management Agency, San Bernardino Associated Governments (SANBAG).

Each year, during the Business Plan Workshop, the Board of Supervisors will specify priority projects from the Annual Measure I San Bernardino Valley Major Streets and Victor Valley Major Local Highways Five Year Plans developed by the Public Works Transportation Department, and recommend funding for the upcoming and future fiscal years. The county will contribute an amount to the reserve each year during the budget process, based upon available general fund financing and the Board of Supervisor's recommendation. Approved fiscal year funding for specific project phases will be transferred from the reserve and appropriated in the Transportation Department's budget at the time of budget adoption. This funding will be considered an advance of fair-share development contributions, and therefore cannot exceed the estimated fair-share development contributions for the project phase. Once fair-share development contributions are collected within the sub-area where the project is located, the general fund will be reimbursed.

In addition, once the annual budget is adopted, in order to draw funds from the Measure I Project Reserve, an item must be placed on the agenda of the Board of Supervisors.

Debt Policy

The objective of the County's Debt management policy is to minimize the amount of outstanding debt necessary to fulfill its infrastructure and economic development responsibilities, as well as to maintain the County's ability to incur present and future debt at minimal interest rates. The use of debt shall not endanger the County's ability to finance essential County services. The County recognizes that capital markets change and unforeseen circumstances may occur resulting in situations that are not covered by this policy. In such situations, flexibility to modify certain policy requirements may be necessary to achieve policy goals.

General

Debt will not be used to finance ongoing operational costs. However, debt may be used, where economically efficient, to reduce or eliminate current long-term operational liabilities. Whenever possible, the County shall pursue alternative sources of funding, when cost effective, in order to minimize the level of debt.

Types of Debt

General Obligation Bonds (property tax supported) usage will be evaluated first since it is the least costly debt. Public support will be assessed for ballot placement due to the costs involved for an election. Revenue Bonds/Certificates of Participation may be considered for use where General Obligation Bonds are not practical. Short-term borrowing, such as commercial paper, bond anticipation notes, and lines of credit, will be considered as interim funding sources in anticipation of long-term financing.

Issuance

The County may elect to issue bonds/certificates of participation as variable rate instruments to provide flexibility and/or to attempt to achieve interest savings. There are guidelines to be considered when issuing variable rate debt: 1) Economic and cash flow projections for variable rate issues shall be calculated at the then applicable fixed rate. 2) The County will first consider structuring the principal and interest repayments related to the entire project for which the debt will be issued on an approximately equal annual basis over the life of the borrowing. 3) Total variable rate debt shall be limited to no more than 25% of total debt outstanding. 4) No less than annually, analysis of each outstanding variable rate bond issue shall be undertaken to determine the advisability of converting the issue to fixed-rate debt. 5) Variable rate bonds shall be structured to protect the County to the greatest extent possible against cyclical interest rate fluctuations.

Management

County financial management policies shall be designed to maintain a balanced relationship between debt service requirements and current operating costs, encourage growth of the tax base, actively seek alternative funding sources, minimize interest costs and maximize investment returns. In accordance with this principle, the following must be considered: 1) The County shall issue bonds with terms no longer than the economic useful life of the project. 2) The County shall obtain secured guarantees for bonds supported by a dedicated revenue source to the extent possible. 3) The County shall also obtain assurances of project viability and guarantees of completion prior to the issuance of bonds. 4) The County shall invest the proceeds of bond / certificates of participation sales to conform to State and County requirements to maximize investment security and earnings. 5) The County shall establish affordability guidelines in order to preserve credit quality, which may be suspended for emergency purposes, or because of unusual circumstances.

Capital Budget Policy

The objective of the Capital Budget policy is to ensure that the County maintains its public infrastructure in the most cost efficient manner. The County's capital budget will include as complete, reliable, and attainable cost estimates as possible.

Project cost estimates for the Capital Budget should be based upon a thorough analysis of the project and are expected to be as reliable as the level of detail known about the project. The plan for funding projected staffing, operation and maintenance, and utility costs must be identified as part of the approval process for each capital project. All Capital Budget proposals shall be formulated and presented to the Board of Supervisors within the framework of a general capital budget in conjunction with the operating County General Fund Budget. Capital projects which are not encumbered or completed during the fiscal year will be re-budgeted or carried over to the next fiscal year, except as reported to and subsequently approved by the Board. All re-budgeted capital projects will be so noted in the Adopted Capital Budget. Similarly, multi-year projects with unencumbered or unexpended funds will be carried over to the subsequent year(s).

Periodic financial reports will be prepared to enable the County Administrative Office to monitor/manage the capital budget and compare actual program revenues and expenditures with budgeted amounts. The Board may take necessary action, including increasing appropriation or revenue, to maintain a balanced Capital Budget. Major capital assets will be inventoried and assessed on an annual basis to project long-term equipment replacement and maintenance needs.